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The situation in Afghanistan

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Sixty-seventh year

Letter dated 8 February 2012 from the Permanent Representative of Liechtenstein to the United Nations addressed to the Secretary-General

I have the honour to transmit to you the report of a workshop on the implementation of the women, peace and security agenda in Afghanistan, held from 28 to 30 January 2012 in Schaan, Liechtenstein (see annex). The workshop was organized by the Government of Liechtenstein with the support of the Liechtenstein Institute on Self-Determination at Princeton University.

I would be grateful if the present letter and its annex could be issued as a document of the General Assembly, under agenda item 38, and of the Security Council.

(*Signed*) Christian **Wenaweser**
Ambassador
Permanent Representative

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Annex to the letter dated 8 February 2012 from the Permanent Representative of Liechtenstein to the United Nations addressed to the Secretary-General

Workshop on implementing the women, peace and security agenda in Afghanistan (Schaan, Liechtenstein, 28 to 30 January 2012)

Introduction

1. The women, peace and security agenda of the Security Council is considered one of the landmark achievements in its thematic work. In its resolution 1325 (2000), the Council addressed, for the first time, the impact of armed conflict on women and recognized the undervalued and underutilized contributions women make to conflict prevention and peace processes. The thematic work initiated by resolution 1325 (2000) has been reinforced and expanded by follow-up resolutions 1820 (2008), 1888 (2009), 1889 (2009), and 1960 (2010), which together form the women, peace and security agenda of the Council. At the same time, integrating this agenda into the country-specific work of the Council has proven to be very challenging, despite the Council's continued political recognition that gender is indeed central to lasting and sustainable peace and security. The implementation of the agenda on the ground is thus lagging far behind the ambitious conceptual framework that the Council has created over the past decade.

2. A case in point is Afghanistan, where the Security Council has been actively involved for many years. While the situation of women has consistently attracted great attention in the international community, the women, peace and security agenda has made only minimal advances. The situation for women overall remains difficult and highly insecure, even after a lengthy international presence and engagement under the umbrella of the mandate of the United Nations Assistance Mission in Afghanistan (UNAMA). This is true for l 'h central aspects of the agenda: on the protection side, sexual violence against women and girls, including abduction, rape and trafficking, is widespread. Defenders of women's human rights face attacks and intimidation. In some parts of the country, they are effectively prevented from continuing their work, and several high-profile women have been attacked and some of them killed. On the participation side, some progress has been achieved with respect to the presence of women in political positions. But overall, the representation and active participation of women in political processes and economic activities remain limited. There is an acute risk that women will be effectively excluded from peace talks, against the stated beliefs and commitments reflected in the agenda.

3. As international military forces are planning their withdrawal from Afghanistan, the upcoming renewal of the mandate of UNAMA by the Security Council, due in March 2012, offers a critical opportunity to improve the implementation of the women, peace and security agenda in Afghanistan.

4. Against this background, the Government of Liechtenstein, with the support of the Liechtenstein Institute on Self-Determination, organized a workshop in Schaan, Liechtenstein, from 28 to 30 January 2012 hosted by the Minister for Foreign Affairs Aurelia Frick, on the implementation of the women, peace and security agenda in Afghanistan, in particular in view of the upcoming negotiations on the renewal of the mandate of UNAMA. Participants included Afghan women leaders,

from both Government and civil society, representatives of States, in particular members of the Security Council, senior United Nations officials, representatives of non-governmental organizations (NGOs) as well as academics. The workshop served the dual purpose of exploring ways for the Security Council to translate the thematic agenda into its country-specific work (a goal that Liechtenstein has consistently pursued as a member of the "small five group"), and of contributing to the effectiveness of the UNAMA mandate and the improvement of the situation of women in Afghanistan. The meeting was held under the Chatham House Rule, and the findings and recommendations contained in the present report do not necessarily reflect the views of all the participants in the workshop.

Session I
Status update: women, peace and security in Afghanistan

5. The view was expressed that, with the intended withdrawal of international combat troops from Afghanistan in 2014, there was a perception that Afghanistan was not now or would no longer be a priority for the international community, in spite of expressions of commitment to the long-term engagement beyond 2014, in particular at the International Conference on Afghanistan held in Bonn, Germany, in December 2011. Such a reduction in international engagement could jeopardize progress made in several areas. This concern was considered particularly acute for those in Afghanistan who would potentially suffer the most, namely women and children. It was therefore crucial to consult with and consider the impact of this transition on Afghan women as the Security Council was scheduled to debate the renewal of the UNAMA mandate in March 2012. The view was expressed that the workshop was of particular importance in this respect, as it was rare that Afghan women were consulted on issues relevant to the women, peace and security agenda.

6. It was stated that a robust civil society and women human rights defenders, inside and outside of Government, were advocating for, and protecting the rights of women to, active participation in the political, economic and social life of Afghanistan. Nevertheless, Afghan women lived in a highly conservative, violent and often unpredictable context. Many explained that they had little control over their own lives, let alone over decisions relating to their country. It was generally acknowledged that significant progress had been made with respect to the situation of women over the past decade. Among other things, a Ministry for Women's Affairs had been established, women were represented in Government positions (25 per cent), and important legislation had been put into place, such as the Law on the Elimination of Violence against Women. But this progress was considered insufficient and fragile, and the implementation of the Law very weak. The justice system was lacking, at best, and often overtly hostile to women. Informal and formal justice mechanisms frequently punished female victims of violence, rape and other gender-based crimes in particular, and in general did not provide for equality before the law, which seriously undermined women's access to justice. The rights women had gained in Afghanistan were fragile, easily reversible and under threat of being negotiated away in a formal peace process in which women were at the risk of having no substantive representation. There was a need to integrate women in the economy, in particular through land ownership. Women also needed skills training in order to enable them to effectively participate in the State-building process.

7. With respect to the transition from international to Afghan-led security prior to 2014, it was stated that women must be involved in all steps of this process.

Discussions about the transition process so far were not considered to be inclusive, consultative or transparent. The shape of potential peace negotiations with the Taliban was likewise viewed as opaque and lacking input from key stakeholders, especially from women. Afghans at the local level were, by and large, described as alienated from the peace process since they were not taking part in it. Any peace agreement that might emerge from such a process might be unsustainable if it continued to take place behind closed doors among a small group within the Government. It was pointed out that women in the provinces, in particular, were not being consulted and that international NGOs could not speak for them.

8. It was stated that the international community, and the United Nations in particular, was considered a key presence in Afghanistan, but that its efforts had fallen short in many ways. Although urged by the international community to speak out and advocate on behalf of women's rights, high-profile women in Government and civil society had no protection mechanisms in place and continued to be exposed to threats, intimidation, harassment and violence. The view was expressed that the significant sums of money spent in the country were often not to the benefit of average Afghans, due to the lack of local input on what would best serve particular communities. Women especially did not feel they were part of the process of rebuilding. Specific domestic political pressures within donor nations and considerations of the time, costs and stakes involved had shaped the international involvement in and commitment to Afghanistan and had led to mixed outcomes. The point was made that what the international community had been doing since 2001 had been as much about itself and its various domestic political realities as about Afghans and Afghanistan.

9. The view was expressed that the international community was a key player in the transition and peace processes, but that for many international actors priorities had changed. In 2001-2002, the liberation, protection and advancement of women in Afghanistan had been a key element in the narrative about the international community's mission in Afghanistan. Today, women were often an afterthought in a framework shaped around the overarching goal of troop withdrawals by 2014. Issues related to their protection and participation and the promotion of women's rights were often compartmentalized and marginalized. Ordinary Afghans therefore wondered what kind of political accommodations would be made during the course of any negotiating process, in spite of boundaries that some international interlocutors had set for its possible outcomes. The point was made that regional tensions further complicated the situation. The role of Pakistan in Afghanistan's ongoing insurgency and its current membership in the Security Council had to be taken into account, as well as the nuclear ambitions of the Islamic Republic of Iran and the regional power architecture involving Pakistan, Iran, India and China.

10. The point was made that the role of the United Nations in Afghanistan was unique in that it had to be responsive to and reflect the priorities of the States from which it received its mandates. The implementation of Security Council mandates reflecting the women, peace and security agenda could thus be held hostage to other external interests. Overall, United Nations action to implement the agenda in Afghanistan was insufficient. While UNAMA had played an active advocacy and monitoring role — largely because of its broad mandate in human rights-related areas — the United Nations had nevertheless not lived up to its potential as it did not want to be perceived as interfering. This challenge was exacerbated by the reality that few in Afghanistan, including high-level Government departments and

ministries, were even aware of the provisions of Council resolution 1325 (2000) and other resolutions on women, peace and security.

11. It was stated that uncertainty abounded for Afghanistan, its future and, particularly, for its women. There was widespread uncertainty about the initiative to establish an office of the Taliban in Qatar, about the status of this initiative and about which elements of the Taliban were behind the initiative. Which elements of the Taliban would be part of possible peace negotiations was considered to be unknown. It was further pointed out that the term "Taliban" covered a wide range of actors, many of whom were trained or supported by forces outside the country itself. The international community was stressing that the transition process and peace negotiations should be Afghan-led, but few were considering which Afghans would be in the lead or focusing on securing women a place at the negotiating table. The end goals of peace negotiations were ambiguous, as were the potential ramifications of any negotiated peace for women and their rights and freedoms.

12. It was recalled that the rights of most Afghan women had also been violated during the mujahideen period by many of the same people who were currently in power. These were often local power brokers and power holders who had no interest in securing peace or forwarding a peace agenda, but rather in maintaining the status quo. The questions of how to bring together democratic forces in Afghanistan, how to create coalitions between these forces, who these potential partners were and how to support them in crafting a sustainable peace remained unanswered.

Session II
Protection pillar: promotion and protection of women's human rights and accountability

13. The view was expressed that resolution 1325 (2000) and the women, peace and security architecture as a whole were one of the biggest conceptual successes of the United Nations and also a landmark achievement of the international women's movement. The challenge remained, however, to muster the political will to implement the women, peace and security agenda and make it operational in country-specific contexts. Afghanistan's historical, cultural and religious realities had to be taken into account in this regard. The opinion was expressed that the protection of women's rights was a prerequisite for sustainable peace and development. Realizing accountability for human rights violations and participation of women in all aspects of Afghanistan's social, cultural, economic and political life had the potential to fundamentally alter power relations in the country and facilitate security that was not predicated on a military presence. Combating violence against women, women's legal empowerment and changing institutions were priorities within the accountability framework of the agenda. In this context, Afghan civil society organizations and international actors such as UNAMA undertook a range of activities from research and reporting to targeted advocacy, awareness-raising and monitoring the implementation of the Law on the Elimination of Violence against Women. However, these efforts had only been partially successful and had to be intensified.

14. Violence against women was considered to be one of Afghanistan's most pressing remaining problems and one of the most urgent challenges to be addressed within the women, peace and security framework. Violence against women was described as widespread and pervasive, including harmful traditional practices and

culture-based violence. Such practices, including restriction of movement and participation in any life outside of the home, child marriage and the giving away of girls to settle disputes or debts (*baad*) were often defended in the name of religion, despite the fact that they often preceded and were inconsistent with Islam. The international media brought the issue to the fore in particularly egregious cases,[a] but for every case prominently reported, hundreds of other women and girls were suffering in silence, often with serious consequences including suicide. Armed conflict, political turmoil, a culture of impunity as well as lack of will, capacity and access to responsive and unbiased justice mechanisms were exacerbating the challenges in dealing with pervasive violence against women.

15. It was stated that harmful practices at the root of much of the violence against women had lifelong consequences. Child marriage, by definition forced marriage, for example, was denying girls a host of human rights and opportunities for education, and increasing the risk of death due to the consequences of early and frequent pregnancies. An inherent link therefore existed between the elimination of violence against women, their participation in political and economic processes and their empowerment to that end. Addressing cultural attitudes, particularly by utilizing liberal interpretations of Islam to counter other religious arguments supporting violence against women, was key in this respect as was the full implementation of the Law on the Elimination of Violence against Women.

16. The Law on the Elimination of Violence against Women was considered an important step forward, despite its gaps. Its implementation, however, was of great concern. It was stated that in the current Penal Code crimes perpetrated in the name of honour were mitigated, and that there was no explicit definition of rape and in particular no clear distinction between rape and extramarital sexual relations (*zina*). As a result, victims were regularly criminalized. Between March 2010 and March 2011, the Afghan Independent Human Rights Commission identified over 2,000 instances that could be prosecuted under the Law. But due to underreporting, comprehensive statistics were not available. Women often did not report rape because of the social and cultural stigma placed on the victim, while those who did come forward to report sexual abuse were often punished by a judicial system where they are viewed as inherently suspect.

17. The view was expressed that the formal justice system was unable to carry out its role in the process of eliminating violence against women. The recent focus on and upswing in financing to bolster the informal justice system had diverted resources to a system which was inherently discriminatory and which reinforced cultural practices that disempowered and threatened women. While the formal justice system was unresponsive to crimes perpetrated against women for lack of capacity, it often used the capacity it had to punish women. Law enforcement officers often failed to protect women's rights by taking a selective approach to law enforcement, aggressively pursuing women who ran away or detaining women for "moral" crimes, but not male perpetrators of violence against women. In this respect, the point was made that civil society organizations, which were key in the drafting of the Law on the Elimination of Violence against Women, had an important role as a bridge between the Government and the people, and as educators

[a] The most recent publicized examples are the rape and subsequent imprisonment of a woman known as Gulnaz and the imprisonment and torture of 15-year-old Sahar Gul by her husband and his family for refusing to engage in prostitution.

at the local level. They could raise awareness about the Law, obligations under the Law, and the long-term social consequences of harmful traditional practices.

18. It was stated that Afghanistan's participation in international human rights treaties was both an important development and an opportunity to engage with the Government on the implementation of human rights in the country. A relevant example was the imminent consideration of the report under the Convention on the Elimination of All Forms of Discrimination against Women. It was also pointed out that the ongoing work, carried out with assistance from donor Governments, to set up a national action plan for the implementation of Security Council resolution 1325 (2000) could provide important input to advance the implementation of the women, peace and security agenda. To this end an inter-ministerial steering committee, including representatives of the relevant Afghan ministries and civil society, had been set up.

19. It was recalled that Afghanistan was a party to the Rome Statute of the International Criminal Court. In this context, it was pointed out that it was unlikely that the Prosecutor would move from the current stage of preliminary examinations to a formal investigation in the near future. Nevertheless, participation in the International Criminal Court could have a positive effect in that it created an obligation for the national judiciary to investigate and prosecute the crimes falling under the jurisdiction of the Court, in accordance with the principle of complementarity. It was said, however, that such an effect at the national level would not occur unless there was a "credible threat" that the Court might indeed prosecute such crimes in Afghanistan. It was also pointed out that a great number of people currently in powerful positions could be subject to such investigations. It was mentioned that the Rome Statute provided a clear definition of rape and other sexual crimes and could therefore be useful in filling existing gaps in national legislation such as the Law on the Elimination of Violence against Women.

Session III
Participation pillar: women's leadership in peacebuilding and conflict resolution

20. Given the centrality to the women, peace and security agenda of women's participation, it was emphasized that token representation of women in conflict resolution and peacebuilding only served to marginalize women and to compartmentalize "women's issues". Women needed to be represented across the board, and especially in areas such as finance, defence and foreign affairs, which were traditionally not seen as within the orbit of women's issues. Particular reference was also made to the need to integrate women in the Afghan police force. Moreover, it was emphasized that women were not the only ones responsible for advocating for their rights; on the contrary, the active involvement of men was an indispensable element of sustainable progress.

21. It was stated that the participation of women in key international meetings on the future of their country had been deficient. The 2010 Kabul Conference, for instance, had included only one seat for a representative of civil society. The 2011 Bonn Conference had two civil society representatives, one of whom was a woman. Furthermore, women were not included in crucial Government meetings, such as the emergency meeting called following the assassination of the Head of the Peace Council, former President Burhanuddin Rabbani, in September 2011.

22. The view was expressed that women's participation in such meetings and the incorporation of women's issues into their agendas and into potential peace negotiations was often pushed aside with the argument that discussing women's rights would hinder these processes, even though that was clearly a false argument. Women's rights were not the obstacle to peace, and removing women's issues from discussions about the future of Afghanistan and peace negotiations would not suddenly bring about stability and security in Afghanistan. It was also stressed that the presence and participation of women would not simply lead to a discussion on women's rights, but would ensure that women's interests and perspectives were addressed across all thematic issues.

23. It was cautioned that those who would have an influence on these processes were not necessarily inclined to ensure the participation of women. The view was also expressed that women were also not necessarily ready to sit at a table and negotiate without prior capacity-building in this regard. However, it was also pointed out that the argument that women might not be qualified to participate in such discussions should not be used, and attention was drawn to the provision of resolution 1325 (2000) that dealt with the need to appoint more women as special envoys and special representatives. It was precisely this questionable argument that prevented this provision from being implemented. It was emphasized that women had a particular role to play as peacebuilders at the local and district levels, especially in rural areas. Women could thus help bridge the gap between the capital and the rest of the country, given that the nine women appointed to the High Peace Council were largely representative of Kabul. There was a need to reach out to and include women outside the capital.

24. It was stated that international pressure could help advance women's participation. International supporters of Afghanistan could, for example, make funds conditional on meeting certain clearly defined benchmarks for women's participation. But it was also pointed out that such an approach was fraught with challenges, particularly when seeking to avoid the charge of foreign interference. The current nature of the transition process and peace negotiations might be leveraged behind closed doors to push for inclusivity. But the reality was that in regard to participation, the international community and civil society actors were still working at an advocacy level and had not yet moved to the place where women were both in a position to participate and equipped to fully participate to achieve desired outcomes.

25. Different views were also expressed about the need to make peace talks conditional on the presence of women. While the view was expressed that such a principled stance could be successful and indeed necessary to ensure the presence of women at peace talks, others were of the view that this was not realistic, and possibly unhelpful.

26. With respect to the role of the United Nations, it was said that the UNAMA mandate was an appropriate place to ask for leadership roles to be given to women, and that the phasing out of the Provincial Reconstruction Teams could offer a special opportunity in this respect. At the same time, the view was also expressed that it could not be the role of the United Nations to insist vis-à-vis its Afghan partners on the presence of women.

Findings and recommendations

Findings

- While important progress has been made with regard to the situation of women over the past decade, the current achievements are both insufficient and fragile. A reduction in the international engagement could jeopardize in particular the gains made in the area of women's rights.
- There is a risk that both the protection and the participation pillar of the women, peace and security agenda are neglected as the international community is focusing on the withdrawal of the military presence. This risk must be countered, including through a robust and coherent mandate for UNAMA.
- Women must be integrated meaningfully into an inclusive transition and peace process, including at the local, regional, national and international levels.
- Consultation with Afghan women and civil society organizations at the community level must be a priority for domestic and international actors, especially regarding future donor activities and transition and peace negotiations.
- A "plan B" must be developed, especially related to the protection of the rights of women, should the peace process fail.
- Afghan women want peace, but not at the cost of losing hard-won gains and not a peace without justice.
- "Women's issues" need to be addressed throughout all the ministries of the Government of Afghanistan and must not be relegated solely to the Ministry of Women's Affairs.
- Women must be more actively recruited into the security and the judicial sectors to better protect women's rights, facilitate the economic and political participation of women, fully implement the Law on the Elimination of Violence against Women, and guarantee equal treatment before the law.
- The Afghan Penal Code must be strengthened to include a clear definition of rape and to enable punishments for criminal acts committed in the name of honour.
- A strategic communications plan, including outreach at the community and national levels and publication of relevant documents (e.g., Security Council resolution 1325 (2000)) in local languages is needed for awareness-raising, especially related to women's constitutional rights, legal protections against violence and the long-term implications of traditional harmful practices such as child marriage.
- The United Nations and the Government of Afghanistan can influence the participation of women by appointing more women to leadership and visible positions, especially as political advisers, ambassadors, special envoys and special representatives.
- The international community needs to support civil society groups and to focus more on monitoring, reporting and benchmarks for aid to facilitate better Government accountability on women's issues and participation.

- United Nations missions need to better integrate and enable specialists to serve as women's protection advisers with skill sets that include security expertise, gender analysis and human rights.
- Measures should be taken to move from advocacy for women's protection and participation to pragmatic and concrete considerations and plans to achieve desired outcomes.

Recommendations for inclusion in the UNAMA mandate

1. Include monitoring and analysis of sexual violence based on language in Security Council resolution 1996 (2001), paragraph 24.
2. Include monitoring the implementation of any peace agreement from a human rights perspective, including safeguards for human rights and women's rights defenders.
3. Include specific operational elements from Security Council resolutions 1325 (2000), 1888 (2009) and 1960 (2010) in the UNAMA mandate, using as examples mandate resolutions on Côte d'Ivoire, Somalia and the Sudan and their specific provisions for security arrangements, capacity-building and transitional justice.
4. Include stronger wording on women's political participation in all decision-making processes, including initiatives aimed at achieving sustainable peace based on language in resolution 1889 (2009), paragraph 1, and the statement by the President of the Security Council of 28 October 2011 (S/PRST/2011/20).
5. Incorporate language from Security Council resolution 1889 (2009), especially from paragraphs 6, 9 and 10 related to data analysis, funding and capacity-building, and consultation with civil society and women's organizations, and including gender-specific benchmarking indicators.
6. Include reporting and monitoring using gender-specific benchmarks related to Afghan security forces (Security Council resolution 1974 (2011), paragraph 24).
7. Incorporate specific language on women's economic empowerment, including reference to alternative livelihoods given women's potential victimization vis-à-vis poppy eradication plans (Security Council resolution 1974 (2011), paragraph 28).
8. Strengthen language related to the Afghan Independent Human Rights Commission (Security Council resolution 1974 (2011), paragraph 6 (d)), emphasizing the independence of the Commission and its functioning according to the Paris Principles.
9. Include specific references to sexual violence (Security Council resolution 1974 (2011), paragraph 36 on violence and discrimination and paragraph 37 related to the Law on the Elimination of Violence against Women).
10. Include specific reference to children and armed conflict, in particular regarding attacks against schools and teachers in conflict pursuant to resolution 1998 (2011) and to girls' access to education based on Security Council resolution 1889 (2009), paragraph 11.

New York, 7 February 2012

Enclosure

Relevant language in resolutions of the Security Council

I. Country resolutions

A. Resolution 2000 (2011)

[*The Security Council*

7. *Decides* that the United Nations Operation in Côte d'Ivoire shall have the following mandate:]

(g) *Support for the efforts to promote and protect human rights*

– To support the efforts of the Government of Côte d'Ivoire in combating sexual and gender-based violence, including by contributing to the development of a nationally owned multisectoral strategy in cooperation with United Nations Action against Sexual Violence in Conflict entities, to appoint women protection advisers and to ensure gender expertise and training, as appropriate and from within existing resources, in accordance with resolutions 1888 (2009), 1889 (2009) and 1960 (2010);

B. Resolution 2010 (2011)

[*The Security Council*]

25. *Expresses serious concern* about increasing reports of conflict-related sexual violence in Somalia, calls on all parties to cease such violations and abuses, and requests the Secretary-General to implement the relevant provisions of resolutions 1325 (2000), 1820 (2008), 1888 (2009), 1889 (2009) and 1960 (2010), including the strengthening of the women's protection component of the United Nations Political Office for Somalia;

C. Resolution 1935 (2010)

[*The Security Council*]

18. *Demands* that the parties to the conflict [in Darfur] immediately take appropriate measures to protect civilians, including women and children, from all forms of sexual violence, in line with resolution 1820 (2008) of 19 June 2008, requests the African Union-United Nations Hybrid Operation in Darfur to report on the implementation of its comprehensive strategy for providing protection to women and girls from sexual violence and gender-based violence, as well as to assess progress towards the elimination of sexual and gender-based violence, and requests the Secretary-General to ensure that the relevant provisions of resolutions 1325 (2000) and 1820 (2008), 1888 (2009) of 30 September 2009 and 1889 (2009) of 5 October 2009 are implemented by the Operation and to include information on this in his reporting to the Council;

D. Resolution 1996 (2011)

[*The Security Council*]

Reaffirming also its resolutions 1325 (2000) of 31 October 2000, 1820 (2008) of 19 June 2008, 1888 (2009) of 30 September 2009, 1889 (2009) of 5 October 2009 and 1960 (2010) of 16 December 2010 on women, peace, and security, and reiterating the need for the full, equal and effective participation of women at all stages of peace processes, given their vital role in the prevention and resolution of conflict and peacebuilding; reaffirming the key role women can play in re-establishing the fabric of recovering society, and stressing the need for their involvement in the development and implementation of post-conflict strategies in order to take into account their perspectives and needs,

12. *Calls upon* the Government of the Republic of South Sudan to take measures to improve women's participation in the outstanding issues of the Comprehensive Peace Agreement and post-independence arrangements and to enhance the engagement of South Sudanese women in public decision-making at all levels, including by promoting women's leadership, supporting women's organizations and countering negative societal attitudes about women's capacity to participate equally;

24. *Reaffirms* the importance of appropriate gender expertise and training in missions mandated by the Council in accordance with resolutions 1325 (2000) and 1820 (2008), recalls the need to address violence against women and girls as a tool of warfare, looks forward to the appointment of women protection advisers in accordance with resolutions 1888 (2009), 1889 (2009) and 1960 (2010), requests the Secretary-General to establish monitoring, analysis and reporting arrangements on conflict-related sexual violence, including rape in situations of armed conflict and in post-conflict and other situations relevant to the implementation of resolution 1888 (2009), as appropriate, and encourages [the United Nations Mission in the Republic of South Sudan] as well as the Government of the Republic of South Sudan to actively address these issues;

II. Women, peace and security resolutions

A. Resolution 1889 (2009)

[*The Security Council*]

1. *Urges* Member States, and international and regional organizations to take further measures to improve the participation of women during all stages of peace processes, particularly in conflict resolution, post-conflict planning and peacebuilding, including by enhancing their engagement in political and economic decision-making at early stages of recovery processes, by, inter alia, promoting women's leadership and capacity to engage in aid management and planning, supporting women's organizations and countering negative societal attitudes about women's capacity to participate equally;

6. *Also requests* the Secretary-General to ensure that relevant United Nations bodies, in cooperation with Member States and civil society, collect data on, analyse and systematically assess the particular needs of women and girls in post-

conflict situations, including information on their needs for physical security and participation in decision-making and post-conflict planning, in order to improve system-wide response to those needs;

9. *Urges* Member States, United Nations bodies, donors and civil society to ensure that the empowerment of women is taken into account during post-conflict needs assessments and planning, and factored into subsequent funding disbursements and programme activities, including by developing transparent analysis and tracking of funds allocated for addressing the needs of women in the post-conflict phase;

10. *Encourages* Member States in post-conflict situations, in consultation with civil society, including women's organizations, to specify in detail the needs and priorities of women and girls and to design concrete strategies, in accordance with their legal systems, to address those needs and priorities, which cover, inter alia, support for greater physical security and better socio-economic conditions, through education, income-generating activities, access to basic services, in particular health services, including sexual and reproductive health and reproductive rights and mental health, gender-responsive law enforcement and access to justice, as well as enhancing capacity to engage in public decision-making at all levels;

11. *Urges* Member States, United Nations bodies and civil society, including non-governmental organizations, to take all feasible measures to ensure women and girls' equal access to education in post-conflict situations, given the vital role of education in the promotion of women's participation in post-conflict decision-making;

B. Resolution 1960 (2010)

[*The Security Council*]

8. *Requests* the Secretary-General to establish monitoring, analysis and reporting arrangements on conflict-related sexual violence, including rape in situations of armed conflict and in post-conflict and other situations relevant to the implementation of resolution 1888 (2009), as appropriate, and taking into account the specificity of each country, that ensure a coherent and coordinated approach at the field-level, and encourages the Secretary-General to engage with United Nations actors, national institutions, civil society organizations, health-care service providers and women's groups to enhance data collection and analysis of incidents, trends and patterns of rape and other forms of sexual violence to assist the consideration by the Council of appropriate actions, including targeted and graduated measures, while respecting fully the integrity and specificity of the monitoring and reporting mechanism implemented under Council resolutions 1612 (2005) and 1882 (2009) on children and armed conflict;

10. *Welcomes* the work of gender advisers, looks forward to the appointment of more women protection advisers to peacekeeping missions, in accordance with resolution 1888 (2009), and notes their potential contribution in the framework of the monitoring, analysis and reporting arrangements to be established pursuant to paragraph 8 of the present resolution;

III. Mandate of the United Nations Assistance Mission in Afghanistan

Resolution 1974 (2011)

[*The Security Council*]

6. *Reaffirms* that the [United Nations Assistance Mission in Afghanistan] and the Special Representative shall continue to lead international civilian efforts in the following priority areas:

(d) Continue, with the support of the Office of the United Nations High Commissioner for Human Rights, to cooperate with the Afghan Independent Human Rights Commission, to cooperate also with the Government of Afghanistan and relevant international and local non-governmental organizations to monitor the situation of civilians, to coordinate efforts to ensure their protection, to promote accountability and to assist in the full implementation of the fundamental freedoms and human rights provisions of the Afghan Constitution and international treaties to which Afghanistan is a State party, in particular those regarding the full enjoyment by women of their human rights;

24. *Reiterates* the importance of increasing, in a comprehensive framework, the functionality, professionalism and accountability of the Afghan security sector through appropriate vetting procedures, training, mentoring, equipping and empowerment efforts, for both women and men, in order to accelerate progress towards the goal of self-sufficient and ethnically balanced Afghan security forces providing security and ensuring the rule of law throughout the country;

28. *Takes note* of the recent progress in addressing, and the drop in, opium production, remains concerned at the serious harm that opium cultivation, production and trafficking and consumption continue to cause to the security, development and governance of Afghanistan as well as to the region and internationally, calls upon the Government of Afghanistan, with the assistance of the international community, to accelerate the implementation of the National Drug Control Strategy, including through alternative livelihood programmes, and to mainstream counter-narcotics throughout national programmes, and encourages additional international support for the four priorities identified in the Strategy; and commends the support provided by the United Nations Office on Drugs and Crime to the Triangular Initiative and the Central Asian Regional Information and Coordination Centre within the framework of the Paris Pact initiative and the Rainbow Strategy, as well as the contribution of the Domodedovo Police Academy of the Russian Federation;

36. *Recognizes* that, despite progress achieved on gender equality, enhanced efforts are necessary to secure the rights of women and girls, strongly condemns continuing forms of discrimination and violence against women and girls, in particular violence aimed at preventing girls from attending school, and stresses the importance of implementing resolutions 1325 (2000), 1820 (2008), 1888 (2009), 1889 (2009) and 1960 (2010) and of ensuring that women fleeing domestic violence are able to find safe and secure refuge;

37. *Welcomes* the commitment by the Government of Afghanistan to strengthen the participation of women in all Afghan governance institutions, including elected and appointed bodies and the civil service, supports efforts to accelerate implementation of the National Action Plan for the Women of Afghanistan, to integrate its benchmarks into the national priority programmes and to develop a strategy to implement the Law on the Elimination of Violence against Women, including services to victims, recalls that the promotion and protection of women's rights are an integral part of peace, reintegration and reconciliation, and requests the Secretary-General to continue to include in its reports to the Security Council relevant information on the process of integration of women into the political, economic and social life of Afghanistan;